

Message Text

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C O N F I D E N T I A L STATE 304277

FOLLOWING IS REPEAT SOFIA 2798, ACTION SECSTATE, INFO MOSCOW,
WARSAW DTD 27 DEC 75:

QUOTE C O N F I D E N T I A L SOFIA 2798

.O. 11652: GDS

TAGS: OCON, XN,ICNAF, BU

SUBJECT: BULGARIANS STILL CONSIDERING WHETHER TO ENTER OBJECTION
TO MONTREAL ICNAF RECOMMENDATIONS

REF: A. STATE 299422 B. SOFIA 2786

1. SUMMARY. BULGARIANS ARE PREPARED TO ABIDE BY RESTRICTIONS
ON THEIR FISHING OFF THE US EAST COAST IN ACCORDANCE WITH THE
MONTREAL ICNAF RECOMMENDATIONS, BUT THEY CONTINUE TO HAVE TROUBLE
WITH THOSE PARTS OF THE RECOMMENDATIONS THAT RELATE TO FISHING
OFF NOVA SCOTIA, NEWFOUNDLAND, AND LABRADOR. DESPITE OUR EFFORTS
TO PERSUADE THEM THAT THE MONTREAL COMPROMISE REPRESENTS AN
INDIVISIBLE WHOLE, THEY CONTINUE TO FLIRT WITH THE IDEA OF
ENTERING AN OBJECTION IN THE LAST MOMENT BEFORE TTD DECEMBER
31 DEADLINE. AMBASSADOR HAS URGENTLY REQUESTED APPOINTMENT
WITH FOREIGN MINISTER TO MAKE SURE GOB UNDERSTANDS THE CHAIN
REACTION THAT COULD STEM FROM SUCH ACTION AND WHY THIS WOULD
NOT BE IN INTEREST EITHER OF BULGARIA OR OF ITS SOCIALIST FRIENDS.
IF IT HAS NOT YET BEEN DONE, BELIEVE IT WOULD BE HELPFUL IF
THIS MATTER WERE DISCUSSED WITH USSR, PARTICULARLY IN LIGHT OF
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ITS LOS IMPLICATIONS.

2. AMBASSADOR WAS SUMMONED TO FOREIGN MINISTRY DEC 26 BY KARASIMEONOV, CHIEF OF LEGAL AND TREATIES BUREAU, TO HEAR GOB DECISION ON WHETHER TO FILE OBJECTION TO MONTREAL ICNAF RECOMMENDATIONS PRIOR TO DEC 31 DEADLINE. KARASIMEONOV WAS FLANKED BY TWO OFFICIALS OF FISHERIES BUREAU, WHO HAD FLOWN IN FROM BURGAS:

KOLAROV OF SCIENTIFIC DEPARTMENT AND HEAD OF INTERNATIONAL DEPT KARAKADIEV. BOTH WILL ATTEND JANUARY MEETING IN ROME. (NEDEV WILL HEAD THE DELEGATION).

3. KARASIMEONOV SAID, FIRST, THAT GOB HAD STUDIED THE INFORMAL PAPER WE HAD SENT HIS BUREAU DEC 23 (REF B), AND WITH RESPECT TO ITS LAST PARAGRAPH (BASED ON PARA 6 REF A) WISHED TO OBSERVE THAT IF THIS HAD BEEN PUT IN FORMAL COMMUNICATION RATHER THAN INFORMAL PAPER THE GOB WOULD HAVE TAKEN STRONG EXCEPTION TO IT. HE THEN SAID GOB UNDERSTANDS THE US POSITION, ESPECIALLY THE PROBLEM WITH CONGRESS ON UNILATERAL DECLARATION OF 200-MILE ZONE, DOES NOT WISH TO MAKE TROUBLE BY ENTERING AN OBJECTION, WANTS TO COOPERATE WITH US, IS READY TO ACCEPT THE MONTREAL COMPROMISE, BUT HAS TWO IMPORTANT POINTS TO MAKE WITH REGARD TO THE SPECIAL OCTOBER MEETING FROM WHICH, REGRETTABLY, IT HAD BEEN ABSENT.

4. GOB IS READY IN INTEREST OF PRESERVATION OF SPECIES AND OVERALL COOPERATION TO ACCEPT REDUCTION OF ITS CATCH BY 1,900 TONS AS RECOMMENDED BY MONTREAL MEETING, HE SAID. HOWEVER, IT HAS TROUBLE WITH ALLOCATIONS WHICH DO NOT AFFECT THE US, NAMELY WITH THE CATEGORY "OTHERS" FOR PANELS III AND IV OFF NOVA SCOTIA, NEWFOUNDLAND AND LABRADOR. SINCE BULGARIA HAD NOT BEEN FISHING IN THAT AREA, IT HAD BEEN TOLD AT REGULAR ICNAF MEETING IN JUNE THAT ITS REQUIREMENTS WOULD BE MET IN THE "OTHERS" CATEGORY, WHICH AT THAT TIME HAD SEEMED FAIR ENOUGH; BUT NOW IT APPEARED THAT THE "OTHERS" CATEGORY HAD ITS CATCH OF COD FURTHER REDUCED FROM 2,000 TONS TO 100 TONS; REDFISH FROM 2,900 TONS TO 200 TONS; AND SILVER HAKE FROM WZQNPP TONS TO 500 TONEMM THEE MONTREAL ALLOCATIONS SEEM TO THE GOB UNFAIR AND COUNTER TO SPIRIT OF THE JUNE DECISION SINCE IN EFFECT THEY MEAN THAT BULGARIA WILL BE EXCLUDED ALTOGETHER FROM THESE PANELS.

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5. AN ANNOYING COROLLARY OF THE FOREGOING IS THAT AT MONTREAL BULGARIA WAS GIVEN A TOTAL OF 21 FISHING DAYS TO PARTICIPATE IN THESE NORTHERN PANELS, WHICH SEEMS TO BE BASED ON INFORMATION REGARDING THE PRESENCE OF BULGARIAN VESSELS IN THOSE WATERS IN PAST YEARS. HOWEVER, THAT PRESENCE HAD BEEN FOR PURPOSES OF INVESTIGATION AND NOT FISHING. OF COURSE, IF THE REDUCED AMOUNTS FOR THE CATEGORY "OTHERS" REMAIN UNCHANGED. THE NUMBER

9* #8 #8,& \$-6 29,T MATTER SINCE BULGARIA WOULD ALREADY CONSIDER ITSELF EXCLUDED FOR ALL PRACTICAL PURPOSES. HOWEVER, GOB CONSIDERS THE ALLOCATION OF 21 FISHING DAYS TO BE IN THE NATURE OF ADDING INSULT TO INJURY, PARTICULARLY SINCE AT THE MONTREAL MEETING ONLY THE CATEGORY "OTHERS" WAS REDUCED IN THAT AREA BELOW WHAT HAD BEEN AGREED AT THE REGULAR JUNE MEETING.

6. IN BRIEF, KARASIMEONOV SAID, BULGARIA HAS NO QUARREL WITH THE US, ITS DIFFICULTIES ARE WITH CANADA. THE GOB UNDERSTANDS AND ACCEPTS THE US POSITION ON FISHING OFF ITS SHORES. IT ACCEPTS THOSE RESTRICTIONS AS NECESSARY BOTH IN TERMS OF CONSERVATION AND IN TERMS OF PRACTICAL POLITICS. IT CANNOT, HOWEVER, ACCEPT THE MONTREAL DECISION ON THE NORTHERN WATERS AND SOLICITS US SUPPORT FOR ITS POSITION AT THE JANUARY MEETING.

7. AMBASSADOR SAID HE UNDERSTOOD GOB POSITION AND UNDERTOOK TO REPORT IT TO WASHINGTON FOR CONSIDERATION. THAT POSITION WAS THAT BULGARIA WOULD NOT ENTER AN OBJECTION PRIOR TO THE DEC 31

LADLINE BUT SOUGHT US SUPPORT FOR ITS POSITION ON ALLOCATIONS IN PANELS II AND IV AT FORTHCOMING JANUARY MEETING. KARASIMEONOV THEREUPON SAID THERE HAD BEEN A MISUNDERSTANDING. GOB HAS NOT YET MADE UP ITS MIND WHETHER TO DESIST FROM FILING AN OBJECTION. THAT WOULD DEPEND ON THE NATURE OF THE US REPLY TO ITS REPRESENTATIONS AS PER ABOVE.

8. AMBASSADOR THEREUPON REQUESTED EARLIEST POSSIBLE APPOINTMENT WITH FOREIGN MINISTER MLADENOV. IT WAS APPARENT, HE SAID, THAT DESPITE WRITTEN EXPOSITION OF US POSITION IT HAD NOT YET BEEN UNDERSTOOD BY GOB THAT THE MONTREAL RECOMMENDATIONS REPRESENTED ONE LABORIOUSLY NEGOTIATED WHOLE, DESCRIBED GRAPHICALLY IN A DEPARTMENT TELEGRAM AS A "HOUSE OF CARDS" THAT WOULD COLLAPSE IF THE GOB MAKES AN OBJECTION; NOR HAD IT APPARENTLY BEEN UNDERCONFIDENTIAL

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STOOD THAT THIS WOULD HAVE HIGHLY DELETERIOUS CONSEQUENCES NOT JUST FOR THE US BUT IN THE LONG RUN ESPECIALLY FOR OTHERS WHO FISH IN NORTH ATLANTIC WATERS; THAT THE EMINENTLY POLITICAL NATURE OF THE ISSUE AND ITS IMPLICATIONS FOR THE LOS CONFERENCE APPARENTLY ARE NOT BEING GIVEN THE NECESSARY WEIGHT; AND THAT THERE IS STILL, DESPITE OUR ADMONITIONS, NO EVIDENCE THAT GOB HAD CONSULTED ITS LOS NEGOTIATOR AMB YANKOV OR ITS PARTNERS AND ALLIES, E.G. POLAND AND THE USSR. AMBASSADOR SAID HE SAW NO BENEFIT IN PROPOSING A BARGAIN TO WASHINGTON. USG WOULD NO DOUBT BE DISPOSED TO CONSIDER SYMPATHETICALLY THE BULGARIAN DIFFICULTIES WITH PANEL III AND IV DECISIONS, BUT THIS WAS MUCH LESS LIKELY TO BE THE CASE IF THE BULGARIANS ATTEMPTED TO PUT PRESSURE ON US. SINCE THERE WAS SO LITTLE TIME BEFORE THE DEADLINE, AMBASSADOR REQUESTED APPOINTMENT WITH FOREIGN MINISTER BE SET UP FOR SATURDAY, DEC 27.

9. KARASIMEONOV SAID HE WOULD CONSULT HIS SUPERIORS AND BE FURTHER IN TOUCH WITH US BEFORE GOB MAKES ANY FORMAL DECISION IN THIS MATTER. AS OF 0930 SATURDAY WE HAVE HAD NO SEROTHER WORD FROM HIM. HOWEVER, WE CAN STILL NOT BE CERTAIN THAT GOB WILL NOT ENTER OBJECTION AT THE LAST MOMENT BEFORE EXPIRATION OF THE DEC 31 DEADLINE.

10. ACTION SUGGESTED: IF IT HAS NOT YET BEEN DONE, SUGGEST THAT SOVIET FISHERIES AND LOS PEOPLE BE BROUGHT INTO THIS MATTER. IT IS POSSIBLE, OF COURSE, THAT THE BULGARIANS HAVE ALREADY CLEARED THEIR POSITION WITH THEM; BUT IT APPEARS MORE LIKELY THAT THE GOB IS BLUNDERING HERE IN PURSUIT OF WHAT IT THINKS ARE PAROCHIAL BULGARIAN INTERESTS, WITHOUT DUE REGARD FOR LARGER LOS INTERESTS IN

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